SURVEY MIDMONTHLY

VOL. LXXXIII NO. 8 JOURNAL OF SOCIAL WORK AUGUST 1947

Opinion sample of *Midmonthly* addicts, handpicked to give the right answers, reveals that reader interest wanes in August. Hence this "thin" issue, tailored to fit their minds. And also, we note—for those who may assume that these pages come into being by immaculate conception—tailored to fit editorial vacation schedules.

✦ ✦ ✦

But when the sun is too hot, the sand too gritty; the fish don't bite or the car breaks down;

When "whodunits" pall or guest conversation wearies;

When elbows are in danger of never unbending, and heads of reverting to boney opaqueness;

Then—we have a couple of suggestions to offer:

Read Edith Penrose's "Economists and Social Workers" as an antidote to intellectual atrophy. And find satisfaction in Kenyon Scudder's assurance, that if you'll only commit your crimes in California, you can count on being treated like a human being.

TOUGH

Survey Midmonthly carries with regret this month an advertisement which puts the *Social Service Digest* on the auction block. Our admiration and respect to Joseph Andriola for able pioneering in a publication field, fraught, to our painful knowledge, with many financial difficulties.

HEART OF IT

In accepting a scroll commemorating his forty years of countrywide leadership through the New York State Charities Aid Association, Homer Folks packed a whole philosophy of organization into these simple words: "You don't get anywhere with just one person. I would suppose that in order to get started at all you need, at least, three things. You had to have some wisdom around loose; you had to have some momentum acquired quite soon, and you had to have some money."

PETER PAN DECADE

Because Florence Hutsinpillar did come out of social work's pioneer days, this phase from the Denver *Social Work Reporter's* editorial comment on her retirement as director of the School of Social Work, somehow caught our eye. "From her early association in Minneapolis, from Eugene T. Lies, the Abbotts, Miss Breckinridge, from William Hodson, Mary Richmond, and Josephine Schain—those idealists of the Peter Pan decade in social welfare . . ."

HOPEFUL

Twenty mentally retarded children showed marked gains in intelligence after being administered dosages of glutamic acid over a period of one year, reported Dr. Frederic T. Zimmerman of the College of Physicians and Surgeons at the meetings of the American Psychiatric Association.

IN INDIA

Roundabout word comes of the opening of a school of social work in Madras, India, under the direction of Josephine de Decker, graduate of the Ecole Central de Service Social, of Brussels. Operating "on a shoestring," gifts of American social welfare publications will be welcomed at 34 Main Road, Perambur, Madras, India.

HELP!

"For the benefit of some of your puzzled readers, will you please explain the cover of the April issue of the *Midmonthly?*" plaintively writes Katharine Peirce from the Boston office of the John Hancock Mutual Life Insurance Company.

Very simple. It illustrates the individual ego, bound by childhood experiences and mother-father-sibling fixations, trying to express personality frustrations by establishing relationships of dependency—*please,* will somebody else try their hand at this one!

BUGABOO

Pertinent to fears over proposals to open our doors to some of Europe's displaced persons are these figures from the United States census quoted by the National Committee on Immigration Policy.

In 1920, 13 percent of our population were foreign born, 21.5 percent native white of foreign or mixed parentage. In 1940, the percentages were 8.6 and 17.5, respectively.

READERS RITE

We've been trying, without success, to deduce some significance from the fact that the first "Letter to The Editor" prompted by Basil O'Connor's attack on federated fund-raising (see "Campaign Battleground?" *Survey Midmonthly,* July) didn't come from an angry proponent of the community chest movement, but from a casework

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supervisor and practitioner. He doesn't seem to think Mr. O'Connor's notions make good sense. See page 229.

FOLLOW-UP

The following apt follow-up to Katherine Ecob's article on community planning for the mentally deficient (see *Survey Midmonthly,* July), comes from Dr. Louis Belizon by way of the *Illinois Welfare Bulletin:* "Many do not realize that of the estimated 160,000 mentally deficient individuals in our state, only about 9,000 have had to be institutionalized—even with their mental defects—those who are residing about us are performing innumerable and invaluable services. . . ."

NEW RECRUITS

During the last academic year, 1,077 students completed the two year course in the country's training schools, according to the American Association of Schools of Social Work. As of last fall, 9,303 were enrolled for the current year, of whom 3,695 were full time students in the professional curriculum. Nearly two thirds were receiving scholarships, including 1,054 veterans on grants from the Veterans Administration.

FAITH

"Why has the contributing public directed its gifts year after year predominantly to voluntary trustees and their organizations?" asks the National Information Bureau. "Faith" is the answer, it says, in a handy little booklet entitled "Keep Faith with the Contributor."

And, just to help contributors be sure that agencies do keep faith, it answered, during 1946, over 5,000 requests for confidential reports, many of them from central service agencies such as community chests, chambers of commerce and other local leadership groups.

SHOE FITS

"Specialization has been constructive in bringing about better medical care. . . . It becomes destructive in its effect when the number of specialists is too large in proportion to the number of general practitioners. . . . There can be no doubt that a need exists for the restoration of the family physician, or general practitioner, to the position of importance and prestige which he once occupied and which he deserves to occupy today." From the presidential address of Dr. Harrison H. Shoulders to the House of Delegates of the American Medical Association.

MORE "O" TROUBLE

Zeros just don't mean a thing to *Midmonthly* proofreaders. Not more than six hundred instead of six thousand mental health scholarships, as reported in the May Conference issue, will be available this year, writes Dr. Robert Felix, medical director of the Mental Hygiene Division of the U.S. Public Health Service. He's turning the other cheek, however, and has promised to give us a report of progress and future plans under the new mental health act, for publication in an early issue.

BAD TO WORSE

Conditions in only 30 percent of local jails inspected in 1946 appear to have improved since last inspection—47 percent have worsened, reports the Federal Bureau of Prisons.

CHATTER

Approximately 230,000 people in the U.S. are without sight. . . . Rural increase in crime during 1946 exceeded that of urban communities, for all categories. . . . Cancer detection centers in the U.S. increased fourfold during 1946 to a total of 118, reports the American Cancer Society. . . . Only 1.4 percent of boys inducted for military service from North Carolina's orphanages, were rejected because of physical disabilities. . . . The first traveling teaching unit of the World Health Organization left New York for Vienna on June 26. . . . Negro population of New York City increased 67 percent between 1930 and 1945, according to the Urban League of Greater New York.

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Common Sense in Penology

Experiments in the systematic treatment of adult prisoners by probation, classification, guidance, and parole, described by KENYON J. SCUDDER, California Institution for Men

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Two men stand before the court convicted of felonies. The judge reads the probation officer's report. Probation is recommended and is granted. A murmur goes through the court, "What! Are they going to grant that man probation?" The murmur implies that probation is a form of leniency and mercy. As a matter of fact, probation is just the opposite. It is a stiff contract in exchange for freedom. While it avoids the bad effects of prison and the artificiality of prison life, it requires the man to look after his family, to make restitution to those he has robbed, and to take his part again in community life. In short, at its best, it is social treatment.

In our treatment of those who break the law, we have followed for too long the age-old, antiquated system of trying to bring about social conformance by beating down the individual. As the prisoner, clad in irons, approaches the great prison gates, eager hands reach out to strip him of all his individuality, to force him into the same mold and garb as thousands before him. Yet, in common with the vast majority of offenders, he was someone's neighbor, only a few weeks ago. Probably he is one of the 98 percent who will some day return to his home community. It is not good sense to treat him as if he had suddenly become a beast.

Instead, we should treat him as a person. Rather than pointing the finger of shame, we need to build up a new feeling of self-confidence and self-respect. We need to put to work what we already know about good social treatment—in our use of probation, in the classification of prisoners and their assignment to different institutions, in the way we treat them in prison.

Probation

Today, probation has become a necessary and vital adjunct to our courts of justice. In 1940, 33 percent of our adult offenders were put on probation or granted suspended sentences. Thirty-seven percent were sent to prisons and reformatories, 21 percent to local jails and workhouses, and other sentences given to 7 percent. New York, Ohio, New Jersey, Massachusetts, and California make extensive use of probation and, as a result, have cut down the number of institutional commitments.

The authority to use probation instead of a prison sentence carries responsibilities with it. There must be a pre-sentence investigation before probation is granted. Cases recommended for probation should be carefully selected and intensively supervised with the probation officers carrying not more than fifty each. If a man fails on probation, revocation should follow.

While many judges express sympathy with probation, few understand its real value as treatment. Fear of public opinion, and the old ideology of "revenge," hamper its intelligent use. Often probation is coupled with a jail sentence: "Five years probation, with the first year served in the county jail." While it is true some men are deterred from further crime by such detentions, in many other cases the effect is the exact opposite. Time spent in the county jail means time spent in idleness, filth, an atmosphere steeped in immorality, noise, confusion, the clanging of steel doors, loud orders shouted by guards—utter disrespect for the individual. At the end of the year the man comes forth on probation with the worst possible preparation for success. From the standpoint of the probation officer, moreover, his case is cold. All the investigation work must be scrapped or done over again.

Men who are put on probation at the outset have a better chance. This is especially true of the first offender. Interest in the case is still fresh. The court officer can help the supervising officer to understand his client. The man can be returned to his family immediately and be required to support them from the start. After all, it is the family that suffers most from incarceration. With the loss of the father's earning power, the mother either goes to work and neglects her home or perhaps she goes on relief.

Judges rarely visit the jails to which they sentence men for six months or a year. If they did, they would understand why many prisoners prefer two years in the penitentiary, with its meager program, to six months or a year in the county jail. During the three or four months of the trial, they have had almost all they can take and would rather accept the stigma of a prison sentence than stay longer in the stinking hole we call the county jail.

The more progressive and sincere probation officers rarely recommend a jail sentence if it can be avoided. But as yet in only five or six states is the probation officer allowed to make such recommendations to the judge. Too many judges are still too jealous of their prerogatives. They will not be influenced by the probation officer who has investigated the case. But those who have the vision to see that probation can be used as treatment learn soon to lean heavily on this preliminary investigation. The judge cannot leave the bench for the field. He has only the court report and its findings. If the probation officer is on his toes, he will bring in all the pertinent information he can obtain about the man, his offense, and his family. He will endeavor to assist the judge in the selection of probation cases.

Fortunately the California law demands a written report from the probation officer, with a recommendation for or against probation, and an outline of the proposed program of supervision. The judge is required to indicate that he has read the report and is aware of its contents by affixing his signature to it. But many states still place too many restrictions on the use of probation. I am convinced that by making a few simple changes in the Penal Code and by encouraging judges and probation officers to take a few chances, we could safely increase our use of probation another 25 percent. We already have many fine examples of successful treatment in the combination of probation with good supervision of placement and the use of community resources. And in addition to the conservation of human

Adapted from a paper presented by Mr. Scudder at the National Conference of Social Work at San Francisco in April, 1947.

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Courtesy Community Service Society of New York

Recreation—out of doors—gives the prisoner a sense of freedom, and helps to prepare him for the day of release

values, it is much less expensive than institutional care.

Why Prison?

But perhaps 50 percent of our adult offenders should not be granted probation sentences. Because of the nature of their crime, or their social attitudes and background, a prison sentence is required. We have too long looked upon this sentence as punishment for what they have done. We have forgotten that almost all of them some day will be released to return to their home communities. How will they come out? Will they come out soured and embittered against society for having placed them there? Or will they come out inspired with new hope and courage for the future? What happens to them in prison will, in large measure, determine their attitude upon release. Merely to lock men up and take away their freedom is not the answer. For the care, the training, and the treatment men receive in prison will determine, to a large degree, their success or failure on parole.

Today the progressive institutions are operating with a new philosophy. They are saying: "Let's forget the offense; that is in the past. Look forward to the future. Let us join together with the prisoner to prepare for his return to community living."

In place of the old group system, they consider each individual as a person. An atmosphere and attitude of friendliness without familiarity is replacing the rough shouting of scowling guards. The scowling, shifty glance of the prisoner gives way to a lifting of the chin, a clear look in the eye, a smile of confidence, a new awakening of the inherent desire in every man to be considered as a person. It is true that some hardened criminals will take advantage of this manner of treatment. But by the use of classification, segregation, and treatment remarkable results can be accomplished. The large majority of men in prison will respond and develop under fair treatment when given the opportunity.

Study and Assignment

There are now in the prisons of the United States several so-called guidance centers for the purpose of studying and sorting out offenders before they are assigned to a particular institution to serve their sentence. The first was developed under the California Department of Corrections and is located at San Quentin Prison. Old time guards welcomed the birth of this infant with antagonism, scoffing, and distrust. "What is this new-fangled outfit," they said. "What can they find out about these guys that we don't already know? We don't need no guidance center. We have been breaking cons for forty years. Just send them in." On the other hand, many of our prison personnel welcomed this advancement in the treatment method and cooperated to the fullest extent. Now, even the old timers see the good results that have come from this procedure. And yet, there is nothing really new in systematic guidance and classification. It merely places in the hands of the workers the information and the tools with which to understand the prisoner and to apply common sense in helping him make his adjustment.

In California all men committed to prison for the first time are sent to the San Quentin Guidance Center which is operated by the Department of Corrections. An able staff of trained people headed by a psychiatrist, and including psychologists, social workers, and trained interviewers study the case. After two months of intensive study and observation, during which all the facts are gathered from the community, a program for him takes shape. His individual needs are recognized, he takes part in the planning, and an opportunity for freedom of choice is given him. When everything has been taken into account, a recommendation is made as to where the man shall serve his sentence. This must be approved by the Adult Authority, both as regards the institution to which he will be sent and the program for him within the institution.

The transfer is then made. Maximum security men and parole violaters are sent to the Folsom Prison. Other maximum and medium men are retained at San Quentin. Some medium custody men are transferred to the new Medium Security Prison at Soledad. The minimum security men are sent to the California Vocational Institution at Lancaster, and all women prisoners go to the California Institution for Women at Tehachapi.

Results from this two months observation and study in the Guidance Center have been very gratifying. Men are kept away from the hardened offenders. Those who want to progress and better themselves are quickly recognized by their actions and attitudes. With a mere handful of personnel, more than 500 men have been handled at one time in the Guidance Center, with hardly a single disturbance, and disciplinary cases are few.

Most men coming to prison want to make good. The first few months are the key months. Under the old system they were dumped immediately into the main prison and soon lost all their good intentions because of the pressures put upon them. In the Guidance Center the atmosphere is one of industry, energy, and self-betterment. Men are treated with respect and consideration, although required to work and obey the rules. It is seldom that any man has to be removed to the

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disciplinary lock-up. He does not want trouble. He wants to get back into society, and the atmosphere of helpfulness which pervades the center shows him how to make this possible.

Institutional Treatment

After the prisoner is transferred to the institution in which he will serve his sentence, plans are made to carry out the program for him outlined by the Guidance Center. In fact, the whole sequence of study and treatment is part of an integrated administrative set-up, under the Adult Authority, a commission of three members, all of whom have had extensive experience in the field. The administrative director of corrections, Richard A. McGee, is a well known career man in the field of penology, formerly serving with the Federal Bureau of Prisons, at Riker's Island in New York, and other administrative posts. Both the Guidance Center at San Quentin and the training program in the institution are under the Division of Classification and Treatment, headed by Dr. Norman Fenton.

Within the prison, the classification committee is an important tool for carrying out the general program recommended by the Guidance Center. The best committees insist that the man appear personally before them to discuss his program. They put him at ease. He is encouraged to enter into the planning by expressing, without fear, his interests and desires, and especially his parole plans upon release. Little or nothing is said about the offense which sent him to prison. He is encouraged to make the most of his opportunities and given assurance of help and understanding. Interest is expressed in his family and arrangements made for them to visit him.

One of its most important decisions is regarding the work to which the man will be assigned. Many men in prison have never learned to work. They have run away from work. In the average prison, work is the last thing available. In its absence, idleness pervades. Our experience shows that if we do no more than teach men to work in prison we have accomplished a great deal.

Scarcely a week passes but some man on parole comes back to the Institution for Men at Chino to visit and show his mother or wife where he learned his trade; when he found himself. One Negro came with his mother. He said, "I want her to see where I got my start. My people have been poor for years. We were bootblacks and janitors. We never had money to learn a trade. Now, I'm a welder at a dollar twenty an hour. I learned my trade at Chino. The standard of living of my family has been raised and I'm not going to get in trouble again."

Another important phase of institutional treatment is in connection with the use of the visiting privilege. Perhaps this means more to a man than any other phase of prison life. Traditionally, very strict regulations have been imposed and strict rules are enforced because of fear that contraband articles will be smuggled in. But, by a little effort and careful selection, these rules can be relaxed and men with satisfactory records given more liberal visiting privileges even in the medium security prisons. In a minimum security institution there is little danger that guns or other weapons will be brought in. The man would have little use for them.

Visitors at Chino may visit on Sunday from ten in the morning until three in the afternoon. They may bring a picnic lunch and take it to the visiting grounds, which are fitted up with a large pergola and picnic tables. There a man may visit for several hours with his wife and children, and no one listens in to the conversation. The grounds are closely supervised but only on a rare occasion does anyone get out of order. The family comes together in an atmosphere of freedom. Men are allowed to dress up in civilian clothes, a sport coat and a pair of colored slacks. They feel normal and at ease. They are proud of their appearance, and man and visitors alike appreciate the absence of prison atmosphere. In place of the usual prison conversations about crime and women, we hear snatches of "the new welding bead," "the job on the lathe in the machine shop," "butterfat at the dairy," and the plans for release.

The Return Home

The final step in the treatment sequence is when the man is ready to return home. Those who have served years in prison should not be suddenly turned loose. The shock is too great and many times they are afraid of themselves and of the strange noises around them. There must be in our prison system provision for a gradual release from custodial restraint and a corresponding increase in freedom of choice. This takes careful organization, extra effort and time, but it pays big dividends.

The Forestry Camp Program in connection with our prisons affords such opportunity to adjust to this gradual release from the custodial restraints of prison life. Work in the forests, the fighting of fires, the feeling of freedom which surrounds the prisoner, all help prepare him for the day of release.

But the public also must be prepared to help. We should take the community into our confidence, give it an understanding of the prisoner's life and needs. Especially should we encourage the policy of bringing selected groups of citizens into the prison. Men in prison like to see people, even at a distance, and it is rare that any discourtesy is shown. Outside shows, put on by community groups and brought to the prison for the entertainment of the men, break the tension of monotony and afford opportunity for the men to look upon normal people.

It is our custom at Chino, when outside groups put on a show for the men, to entertain the cast in our home after the show. We always invite thirty or forty men who helped with the scenery to come too. Mrs. Scudder sets the dining room table with a lace cloth, candles, and gleaming silver, and serves ice cream, cake and coffee. Our men mix with the guests. Later, we return to the living room with a bright fire and easy chairs. Here, again, is an atmosphere of freedom, and of being accepted as individuals. And why not? Soon they will be our neighbors, released again to our communities. One of our men usually steps to the piano. Someone leads in community singing and the whole house bursts into song. Time and again, I have stood in the hallway looking in at each group. And if I did not know who was who, I could not tell who was free and who was not free. They were just people.

"Barred and turreted zoos for humans" should be abolished. No man should be sent to prison except as a last resort. And for those who do go, there must be an adequate parole system to help them upon release. Better yet, greater attention must be focused upon the unsatisfactory conditions in every community, which breed delinquency and crime.

When we do that, we will start closing down our prisons and thereby hasten the day when it will no longer be necessary to lock so many people away from freedom.

Cecil CUTTING
" Cess "

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Economist and Social Worker

EDITH TILTON PENROSE, recently assistant to the Economic Adviser to the U. S. Representative, Economic and Social Council, UN, analyzes antagonisms between the two fields.

During the debate on the report of the Social Commission at the fourth session of the Economic and Social Council of the United Nations, Canada's representative expressed the hope that "economists" some day would become an "extinct kind of humanity." The Peruvian delegate amiably agreed, but added that he thought that "social workers will for a long time require the very humble collaboration" of economists.

In domestic affairs social workers and economists seem to find plenty of elbow room in which to go their separate ways. In the closer confines of Lake Success, however, where economists and social workers must work closely together in drawing up plans for the work of the United Nations, I found a curious antagonism to the economists on the part of those concerned with "social" matters. In both the Social Commission and the Economic and Social Council, social workers vigorously attacked economists and hoped that some day their influence on policy would be reduced or eliminated. The economists, on the other hand, tended to display a mild and amused contempt for the social workers.

During the year in which I worked closely with the United Nations, I frequently asked myself why this antagonism should exist and why it should seem more sharply focused in international than in domestic affairs. Why should there be this tendency to draw apart among people working in two fields inextricably bound together?

In the first place, I think, it is clear that the administrative structure of the United Nations is partly responsible. Separate departments and committees are set up for "economic" questions and for "social" questions. There is a Department of Economic Affairs, an Economic and Employment Commission, and an Economic Committee of the General Assembly. Then there is a Department of Social Affairs, a Social Commission, and a Social, Humanitarian and Cultural Committee of the General Assembly. The only body other than the General Assembly itself which provides a means for bringing together the subject matter of both groups is the Economic and Social Council.

Organizational prestige and prerogatives naturally become involved in the question of who is to be concerned with what, and the problem of what is economic and what is social has at times proved to be a thorny one. The more confident economists make little effort to define economic questions, but the social workers seem to feel it necessary to define their subject in the widest possible terms. It is not practicable to develop an inclusive and precise definition of any field of study, least of all in the social sciences. The general tendency in the United Nations is to start work by developing elaborate terms of reference and outlining in the abstract all the projected activities of various bodies instead of concentrating on specific jobs that need to be done. Thus, the confusion that actually exists between economic and social questions is more in evidence in the United Nations than it is in the domestic setting and traditions where the two are seldom *forced* to accommodate themselves to each other.

A Difference in Approach

More important for the future of collaboration between economists and social workers in international affairs is the difference in the approach of workers in the two fields. It is obvious that the subjects included in the social field and those included in the economic field are not clearly separable. The Social Affairs Department of the UN is concerned not only with family welfare, social security and assistance, medical care, recreation, crime prevention and treatment, the welfare of women, children and the aged, and so on, but also with population questions, labor and migration, and the standard of living. The Economic Affairs Department is concerned not only with trade, exchange, transportation, and commodity problems, but also with employment policies and economic development.

The broad areas covered by the social workers' concern for better standards of living are outlined in the report of the Temporary Social Commission:

> The standard to be attained is the well being of all members of the community so as to enable each one to develop his personality, in accordance with the needs of the community, and at the same time to enjoy from youth to old age, as full a life as may be possible. . . . If such results are to be achieved it is evident that public administration must be so organized as to assure to the whole population those goods and services which are necessary to supply common needs. . . . Underlying all these aspects of social policy is the fundamental necessity of income, not only in terms of money but real income in terms of goods and services secured.

Thus, improvements in standard of living and promotion of economic development come to much the same thing. Employment policy, and labor and migration questions must to a considerable extent overlap, and there are important economic elements in nearly all other social questions.

The difference between the two fields in practice seems to lie in the general approach adopted: the social worker tends to look at the conditions under which people live, and the economist tends to look at the way the economic system operates. The social worker is more "individualist" than the most "individualist" economist—the latter is not concerned with the welfare of particular individuals but with the operation of an economic system. Some economists would even like to retreat from any responsibility for the end results of economic activity, to distinguish between "means" and "ends," and to devote their attention to means, fondly hoping that in this manner their subject will become more "scientific" as it is divorced from ethical judgments.

In Perspective

The difference in the approach of the economists and the social workers to the same problems can be better understood if we look at the question in a historical perspective. Men have for long been concerned with ameliorating the condition of their less for-

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tunate fellows, but until modern times private charity or almsgiving was the chief manifestation of this concern. The rise of the modern industrial system made this method of helping "the poor" increasingly unsuitable, and a new conception of "social justice," based upon the perception that human beings may be victims of their environment and in distress through no fault of their own, led to a new approach.

Pioneer social workers soon found that their purposes could not be attained merely by concentrating on helping individuals. The causes of poverty were to a large extent institutional in nature. It was impossible to dissociate child and family welfare, the causes of crime, housing conditions, drug and alcohol addiction, urban crowding, factory conditions, and the like, from the level of wages, prices, the fiscal policy of governments, and problems of the business cycle. This soon forced them into advocating legislation and other measures aimed at modifying existing economic arrangements.

In the beginning, many economists opposed such measures and some still do so, not from any coldness toward their fellowmen, but from a fear that such legislative "interference" with the economic system would be self-defeating and lead to serious difficulties in other directions. Malthus and his followers are perhaps an outstanding example of this approach. But the social workers refused to accept any thesis which implied that misery and want were necessary conditions of society and refused to abandon their attempts to obtain interference with the operation of a system in which there was so much individual distress.

Divergent Emphasis

While the social worker saw that he had to encompass both the needs of the individual and the economic system in his thought, the economist tended to concentrate more and more on the system, the needs of the people being merely abstractions reflected in demand and supply curves. Consequently, conventional economists have never developed adequate criteria for determining the variety and quantity of goods and services that should be produced in an economy. The criterion of relative profitability, which is determined by effective demand on the one hand and costs of production on the other clearly is not adequate when large numbers of people are deprived of the necessities of life because they cannot buy them while, at the same time, large quantities of purely luxury goods are produced for other people.

In meeting this type of problem, the constructive economist examines the distribution of income, questions of inheritance, taxation, and similar long term matters, with which the social worker tends to become impatient, and sometimes comes to the conclusion that the social injustice involved is an unavoidable necessity of the working of the system. He is not in general much concerned with the justice of economic arrangements, in any event, and has not devoted much attention to direct measures for meeting the economic needs of human beings. He relies on the price mechanism or on governmental action operating through the price mechanism.

Not Always True

This, of course, has not been true of some of the greatest economists. Both Pigou and Marshall gave considerable attention to human needs and the extent to which even essential needs may not be met for large classes of people in the absence of direct state action. But the plain fact is that the economists have not spent nearly as much time investigating these extremely significant aspects of the working of the economic system as they have, for example, in elaborating the refinements of value theory.

These questions have been largely left to the social workers, and the social workers, unfortunately, are in general inadequately trained in economics. In spite of the fact that the particular problems with which they are concerned are not easily separable from the larger problems of the economic organization of society, their training is largely oriented to the individual approach and, in America, to administration.

Therefore, the result is that when they deal with broader questions, they are frequently led into fundamental and elementary fallacies. The Social Commission of the United Nations, for example, could actually pass a resolution suggesting that the secretariat be prepared to assist in carrying out "coordinated plans for national or regional *campaigns* to raise the standard of living." (Italics mine.)

That standards of living are something to be raised by campaigns is indeed a naively simplified concept. In dealing with the complicated problems of minimum wage legislation, the relation between money wages and the cost of living, the provision of adequate low cost housing, and similar economic questions, social workers have often made fundamental mistakes. They put far too much faith in the power of public administration alone to raise standards of living and fail to look deeply enough into the production and distribution problems involved. For example, I have heard them strongly advocate "cash relief" instead of "relief in kind," even under the inflationary conditions in Greece, on the doctrinaire ground of avoiding "demoralization" of the recipients.

Many seemed convinced that the mere organization of public services could assure an adequate standard of living to people in countries where the level of production can only be slowly raised by extensive reforms in agriculture and only with the assistance of outside capital, technical and managerial skill. The whole problem of capital investment and its relation to the goods and services currently available for consumption is usually completely ignored.

THE REMEDY IS BETTER ECONOMIC training of social workers. But much of the present trouble lies in the way economists teach elementary economics for nonprofessional students. The student whose purpose in studying economics at all is simply to gain an understanding of economic processes as they bear on his other activities is left with the feeling that the science is unrealistic, abstract, and probably useless. When social workers do take courses in economics and come away with the conviction that the economist is an overvalued commodity, there is certainly something wrong with the way in which the economist has stated his case.

Social policy is a problem of both economics and social work. Workers in each field approach this problem differently, but more social workers are needed who are trained in economics, and more economists who understand sympathetically the approach of the social workers. Professional leaders should demand that the economist give more attention to the type of economic training suited to the needs of social workers. But they should also realize that the overemphasis on narrow training for social work administration must be corrected before the American social worker can be as effective as he should be in the broader field of social policy.

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Untruth and Consequences

ROSETTA R. OPPENHEIMER

Service to the Foreign Born
New York Section, National Council of Jewish Women

People born in this country usually take for granted the blessings of citizenship. Most of us have little idea of the many problems and pitfalls awaiting the foreign born who desire to become naturalized or to prove citizenship already acquired.

In the course of fourteen years work with thousands of foreign born persons, the thing that has impressed me most is the difficulty which unfailingly follows on the heels of an apparently harmless misstatement.

Because all of the information entered on a citizenship application is sworn to before a judge, and the penalties for making a false statement are out of all proportion to the reason for the misstatement, this is a field where "white lies" invariably have repercussions.

The examples on this page illustrate in human terms how seemingly harmless misstatements have, many years later, acted as boomerangs, hitting those whom they were designed to benefit.

To Save a Life—Maria's family left Italy when she was only eight months old, but already another child was expected. The voyage was a nightmare of sickness, so perhaps it is not surprising that Anita was prematurely born a few weeks after the family's arrival in New York.

In the squalid East Side tenement the fragile baby lived only a month. Even Maria began to droop and her parents welcomed the opportunity to move westward to a city where work had been offered. But their pleasure was shortlived, for Maria developed tuberculosis. A social worker told the family that the child could enter a splendid sanitarium quite free of charge, but there was just one question: "Was Maria born in America?" There were rulings against people staying in the United States if they developed serious illness within the first five years of arrival.

The room swam around; then Maria's mother half hesitantly went to the box which held her few treasures and produced Anita's birth certificate. She handed it to the social worker without comment. It read: "Anita Giaconda Maria T. born in New York City, December 29, 1910." "Oh I didn't know her first name was Anita. Such a pretty name." Still no comment from the mother.

Strong and healthy from the excellent care at the sanitarium, Maria finished school and ultimately held an excellent position in a very competitive field. Through the years she frequently urged her parents to become naturalized, and again and again was baffled by their seeming indifference, although they freely admitted how much they owed to this country. They would lie to save a child's life but not to gain citizenship.

Just when Maria became eligible for promotion, her mother fell fatally ill, and on her deathbed unburdened her soul.

No one could understand why Maria resigned her position after her mother's death. But her conscience would not permit her to hold a Civil Service job to which only a citizen is entitled: neither would it allow her to expose her mother's pitiful fraud by filing an application for citizenship.

First Day of School—An intelligent and efficient woman who worked as a relief investigator in an office where aliens were not employed, was suddenly asked to prove her citizenship, which she had acquired through her late father, and had taken for granted these many years. Ella—as we shall call her—felt this was a simple matter, for her name was mentioned on her father's citizenship certificate, and she had been under twenty-one years of age at the time.

"Ah, but how do we know that you are the person mentioned on this paper? You must produce a birth certificate showing that you were born to J.R.B. and on what date."

A birth certificate from Poland in days of changing regimes and borders! Even the Naturalization Office conceded the impossibility of obtaining one. It would accept secondary evidence. A record of this girl's admission to the public schools, giving both her age and the names of her parents, was obtained. But the structure of evidence began to fall, wrecked by a seemingly harmless lie.

An aunt had taken Ella to enter her in school that first day twenty-three years ago. The mother was to have another child, and the little girl, active and alert, would be happier in school, and her mother relieved of her care several hours each day. To make sure Ella would be accepted, the aunt gave her niece's age as one year older than she really was. And so the school records showed that our claimant to citizenship was over twenty-one years of age when her father was naturalized. Years later, because of that falsehood, Ella was deprived of a sorely needed job for, though she is a citizen, she is still unable to prove it.

For Vanity's Sake—Erna M. first saw the Statue of Liberty on a July morning in 1914. Truly she was fortunate, for she had come to teach the German language and literature at a southern college, and a new, broad life was opening up for her.

Scarcely was she launched in her career when the shot at Sarajevo began to alter her life seriously. One has only to recall the hatred that was engendered by the atrocity stories and by the sinking of ships to realize that Erna's life in the southern town was scarcely bearable. The dean and the president of the college did try for a time to combat the prejudice which even Erna's charm could not lessen. But finally, they too ceased to see in their efficient faculty member anything but just another German, and were only relieved of the necessity of dismissing her by her proud resignation.

The next few years were filled with hardships and heartache. Erna went from town to town, waiting on table in tearooms, acting as chambermaid in

Author's Note: Parents naturalized after January 13, 1941, confer citizenship on minor foreign born children only if the latter are living in the United States, and are under 18 years of age at the time of the parents' naturalization. Prior to that date, children derived citizenship, if under the age of 21 and living in the United States, at the time of the parents' naturalization. Alien wives no longer automatically acquire citizenship through a husband—either native born or naturalized.

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hotels, always trying to overcome the telltale accent which often lost her a position.

One day, in the hotel where she was employed, she entered a room to bring fresh towels. There she found a man sobbing over a newspaper account of the death of a German submarine commander who had been his boyhood friend. Though she had never seen the man before, his obviously strong ties with the land of their birth encouraged Erna to tell him her whole miserable story.

They were married less than six months later. David, a naturalized American citizen, was seventeen years older than Erna. In a vain moment, he clipped ten years off his age when filling out his marriage license. This was in April 1918, and Erna automatically became an American citizen because of David's naturalization. Her father, then living in Vienna, received the news of her marriage gladly; and happy years followed for Erna.

Then in 1938 David died, leaving his widow financially independent. Since trouble again seemed to be brewing abroad, she wrote to her father to come and join her, but his answers were always the same: "Austria is not Germany and I am now almost too old for adventure." His bookshop in the Ringstrasse was a veritable treasure house of first editions and collectors' items.

Then, suddenly, Austria *was* German, and the Herr Doktor was one of the first to be arrested; his support of von Schuschnigg was well known.

Erna, as an American citizen, could bring her father to the United States on a preference quota. David's citizenship certificate and their marriage license were produced, and the ten years discrepancy in age was seen. Either David was under age when sworn in as a citizen—in which case his certificate had been fradulently obtained, and Erna's citizenship would be canceled—or he had lied at the time of the marriage, which officially was not so important. Through life insurance papers and Immigration Department records, the matter was finally cleared up, but valuable time was lost, for in Vienna a respected scholar was held in "protective custody" until the effects of David's white lie were overcome.

HAPPY DAYS!

Antoinette Schiavoni
Director, Adult Work
Union Settlement, New York City

Promptly at eleven o'clock, every Monday, Wednesday, and Friday morning, fifty elderly people take over the auditorium of New York's Union Settlement for a day that has come to be truly "happy." For half an hour they sit around small tables, reading newspapers and magazines printed in their several languages. Their tongues begin to buzz and their arms to wave. The United Nations might well profit from their analyses as to what is wrong and what is right in the news of the day. Later, they have lunch and separate for various activities. Until 3:30 the settlement is theirs.

They are, in truth, a miniature United Nations, old with the wisdom of rich and colorful backgrounds, as well as old in years. Their proper English comes out with the accent of many tongues—Italian, Spanish, German, Irish, English, and others too.

Among them is Mrs. A, once a dressmaker, whose husband and children died some years ago, and who now, at ninety-four, lives alone in a tiny room, looked after by kindly neighbors on the same floor. Mr. B is not so old, only seventy-one, but he cannot find a job and has used his cabinetmaker's skill to fashion for us, from pieces of cardboard, an extraordinarily beautiful electrically lighted miniature villa—the marvel of all our visitors. Another old lady of seventy-eight takes pardonable pride in the fact that her ancestors came over on the Mayflower and delights in helping some of the other oldsters overcome their difficulties with the English language .

For each of these days, after lunch, some special activity is planned. Monday is *craft* day, with the type of craft work varied from time to time. In fall it was the production of warm clothing for children left destitute in war-torn countries. To see both men and women weaving, knitting, sewing, and crocheting is a beautiful sight. Their faces shine with happiness for they feel that they are still on the productive, useful side of living.

Wednesday afternoon is *music* time. Organizing a "Rhythm Band" was no problem, for a goodly number volunteered to join. Under the direction of a music leader they play tambourines, bells, drums, triangles and numerous other hand instruments. At times they undertake classical music, such as a selection from "Rigoletto," but the old people also enjoy popular tunes. Often the music, reviving old memories, prompts singing and dancing.

Movies are scheduled for Friday afternoon. Travel pictures, available from various New York agencies, take the old people through many lands, including the native countries of many in the audience. They go to Russia and see how the Russians live; to Holland with it's dikes and windmills; to the scenic beauty and colorful rural life of Argentina, Brazil, Chile, and others of our southern neighbors. Our oldsters get immense enjoyment from these Friday afternoon programs.

In November 1946, we were able to secure a worker from the department of welfare of New York City who gives two and a half days a week to the program. It is hoped that soon she will be able to give full time, thereby allowing us to have the program open five days a week. The cost of supervision, kitchen help, provisions, program supplies, and equipment is assumed by the settlement.

Because of our limited facilities, we can accommodate not more than fifty people daily, but on Sunday the doors are open to a larger group. They come for an afternoon of motion pictures, music, light refreshments. Attendance has been averaging about 175, and the popularity of the program is evidenced by what happened on a recent Sunday—a regular monthly gathering of our oldsters. The weather was bad—chilly and rainy—and we feared that the people would not come out. But when the time came to start the program, the hall was filled to capacity.

Ours is a simple program and perhaps the most significant thing about it is that such a simple program can mean so much. Because they are old, and in poor economic circumstances, opportunity for a normal social life is denied to most of them. Here, they can talk, play, work, and be entertained as they please.

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HERE IN WASHINGTON

ALTHOUGH INTERNATIONAL politics is threatening to restrict the list of participating countries, the program for converting war surpluses abroad into international scholarships is scheduled to get under way in the fall of 1948.

The ten-man board that will administer the program under the Fulbright act has been named, and some 12,000 applications are already on file for the scholarships. About half of the would-be students are veterans and under the act they will have priority of selection.

The board, announced recently by the White House, includes Laurence Duggan of the Institute of International Education, Sarah Blanding, president of Vassar, Charles S. Johnson, president of Fiske, Francis Spaulding, New York state commissioner of education, and other widely known educators.

Senator Fulbright, author of the bill, estimates that eventually the program will include some "ten or eleven" times as many students as have enjoyed the benefits of the Rhodes fund. The senator is himself a former Rhodes scholar.

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THERE ARE SIGNS THAT THE Joint Congressional Committee on the Economic Report is beginning to appreciate the significance of the role assigned it by the so-called Full Employment Act.

The midsummer hearings staged by the committee failed, to be sure, to develop anything startlingly new but they did give a fairly wide picture of the country's economic thinking and, what is more important, what people on both sides of the fence are thinking.

And now Chairman Taft has announced still further hearings which will be held during the vacation period and which will be devoted to the cost of living. A subcommittee will start work September 15, and the hearings will be staged at strategic points throughout the country. The program is planned to carry out the intent of the resolution introduced by Senator Raymond Baldwin of Connecticut. With the cost of living hitting an all time high on June 15 (Bureau of Labor Statistics) the subcommittee, by the time Congress reconvenes, should have accumulated some interesting information. Senator Baldwin, it is understood, will play a major role in the proceedings, and he has announced his intention of going into such matters as excess profits, as well as wages, and so on.

During the vacation period the committee will have ample time to mull over the midyear report of the Economic Council submitted to Congress by the President. Chairman Taft has called this second report of the council "a very useful and interesting study." He even went so far as to say it was "excellent." Perhaps this might be viewed as restrained praise, but compared to what he had to say (or, rather, did not say) about the council's first report it is positively effusive.

The council will submit a third report when Congress reconvenes. It is required by the act to do so, and the committee must reply by February 1. The committee's reply last February was merely an acknowledgement that the council's report had been received. The excuse was that the committee members needed more time for study. By the time February 1948 rolls around they will have had time.

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THE SOCIAL SECURITY PAYROLL tax has been frozen again at one per cent and this time for two years. House and Senate conferees were at each other's throats over the action but compromised in a hurry at the last minute—when it looked as if the scheduled raise for 1948 would go through if they didn't.

The House had sent the Senate a bill freezing the tax at one percent until 1950, but calling for an increase to 1½ percent at that time and to 2 percent in 1957. The bill finally agreed upon provides for the two-year freeze, the increase to 1½ in 1950, and to 2 percent in 1952 instead of 1957.

The Senators also approved a resolution authorizing a comprehensive investigation of the social security program in order that they "might deal more intelligently" with the problem. (The latter bit was a concession to the House's well known jealousy of its right to initiate legislation dealing with revenue.) If the Senate's investigation turns out to be valuable it might serve to stir the House out of its lethargy regarding social security. The Senate investigation will be made by the Senate Finance Committee with the aid of experts.

Legislation calling for social security expansion was introduced a few days before the end of the session by Senators Murray, Wagner, and McGrath with Representative Dingell putting the House measure in the hopper.

✦ ✦ ✦

THE REVERCOMB RESOLUTION (SR 137) calling for an investigation of the displaced persons (DP) problem went through the final day Congress was in session, but it carried amendments insisted upon by Senator H. Alexander Smith of New Jersey.

Briefly, the amendments call for a report by the committee investigating the situation by January 10, require that members of the committee be members of Congress, and broaden the number of committees to be represented. Senator Smith himself will be a member of the investigating committee, leaving for Europe on November 1.

The Citizens Committee on Displaced Persons objected to the Revercomb resolution, and especially to the date—March 1—originally set for the report. The citizens group plans to continue its educational work for the Stratton bill during the congressional vacation. Earl H. Harrison, dean of the Law School, University of Pennsylvania, is chairman of the committee.

Ross Schneider

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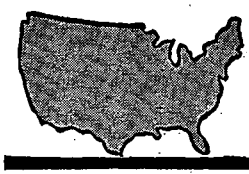

THE COUNTRY OVER

Legislative Review

Against Crime—Several laws passed at the last *New Jersey* legislative session were designed to improve the state program for youth and the prevention of delinquency. One authorizes municipalities to set up local guidance councils, with representatives from the municipal governing body, the schools, and the police department. The councils' responsibility will be to integrate community services for the aid of all children, especially those needing special protection. Also, Juvenile Court judges receiving information about harmful social conditions in the community, are instructed to call the facts to the attention of the youth guidance commission or to local officials, if no commission has been set up.

Another law forbids placing adolescents between the ages of sixteen and eighteen in jails unless they are segregated from adult offenders; and also strengthens the ban on detention of children under sixteen in police stations and jails.

By resolution, the state commissioner of education is directed to advise local boards of education to make use of school facilities to combat delinquency-breeding conditions.

The *New York* legislature has extended the life of the State Youth Commission to July 1, 1950. Also, it virtually doubled state aid available under its youth guidance program by another measure which authorizes the commission to grant to counties and cities operating youth bureaus, recreation or education projects, additional state aid not to exceed $250 annually for each 1,000 children in the area.

The legislature raised from sixteen to seventeen the age under which a delinquent may be sent to a state training school for an offense committed before his sixteenth year. It also provided that male offenders between the ages of sixteen and twenty-one are to be committed to the reception center of the State Department of Correction. Another measure makes it possible to transfer delinquents from the classification center of the Department of Correction to institutions under the State Department of Social Welfare, prior to confinement in a correctional institution.

A new law in *Oregon* repeals a former provision under which offenders convicted of certain crimes were not eligible for parole until one third of their sentence had been served. According to the Oregon Prison Association this measure "paves the way for the introduction of a true indeterminate sentence bill in 1949."

Another measure authorizes the setting up of a clinic for the rehabilitation of confirmed alcoholics, which should reduce the numbers in correctional institutions and state hospitals.

The legislature provided for the continuation of the Interim Commission which is studying child delinquency and child guidance. This commission will give special consideration to the possibility of an over-all state youth administration. A recommendation for the establishment of a boys' camp was referred by the legislature to the public for vote.

The legislature also authorized "greatly improved budgets" for the state correctional institutions, reports the association.

Rehabilitation—New legislation in *Ohio* authorizes the state superintendent of public instruction to contract with Ohio state universities for classroom and in-service training of teachers of handicapped children. It also makes state funds available for financing the program.

This legislative measure is interpreted by the Ohio Society for Crippled Children, Inc., as giving the state a green light further to encourage special training for these teachers.

A new *Wisconsin* law enables the State Board of Vocational and Adult Education to cooperate with the federal government in matters of vocational rehabilitation.

In *California,* the testing of the sight and hearing of school children is now mandatory rather than permissive, under a new law. Under the act, testing must be done by duly qualified supervisors of health.

The *New York* state legislature has continued for another year its Joint Legislative Committee on Cerebral Palsy, with an appropriation of $20,000, reflecting the widespread interest focused on this problem in recent months through hearings conducted by the committee and public discussion.

The legislature also appropriated $150,000 to the State Department of Health for research in cerebral palsy, including the diagnosis, treatment, and hospital care of afflicted persons.

Mental Health—New legislation in *Ohio* designates a state mental health authority to direct the benefits available under the National Mental Health Act, enacted by Congress last summer. The federal law provides for grants-in-aid to states for research, the expansion of treatment facilities, and the training of personnel in this field. (See "Congratulations!" *Survey Midmonthly,* August 1946, page 205.) This year, to implement the law, Congress has finally appropriated $3,000,000 for grants to states, $4,250,000 for other activities, including training of personnel and research.

In *Wisconsin,* a measure which has passed the legislature, designates the State Department of Public Welfare as the state mental health authority to cooperate with the federal government under this program. It also provides for a state mental health commission to allocate federal grants.

Another new law legally authorizes counties and municipalities to operate and maintain mental health clinics. Ten Wisconsin counties are already maintaining such clinics, reports the Wisconsin Welfare Council.

The *California* legislature has authorized the establishment of four mental hygiene clinics. According to the May report of California's State Department of Mental Hygiene, these clinics "will make it possible, with a comparatively modest budget, to serve

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more persons than ever before . . . and to offer such services to those previously excluded from receiving them because of limited facilities."

In *Maryland,* new legislation designates the State Board of Health as an agency to administer a program of noninstitutional services for the mentally ill, and to develop a program for extending and improving such services. Another law provides a commission to study medico-legal psychiatry.

Under a new *Minnesota* law, the facilities of the state school at Owatonna, which formerly housed dependent and neglected children, are to be used for the trainable feebleminded. The institution will teach these handicapped people a trade and prepare them for return to normal community life.

Nebraska now provides for the care and treatment of drug addicts and alcoholics, setting up procedures by which they may voluntarily apply for admission to state hospitals for treatment. Other recent legislation provides that a court review of the findings of commissioners of insanity may be obtained by a person alleged to be insane or by some relative or friend in his behalf.

Also, in the matter of court procedures, a new law in *Pennsylvania* makes it possible for personnel of state hospitals to certify as to the condition of mental patients—in certain cases—instead of bringing the patients into court.

Epilepsy and similar disorders characterized by lapses of consciousness are now reportable by physicians in *Indiana, Oregon,* and *Wisconsin.*

Rehabilitation

A backlog of 1,500,000 men and women (exclusive of veterans) with physical disabilities, need and are eligible for vocational rehabilitation services, estimates Michael J. Shortley, director of the Office of Vocational Rehabilitation, Federal Security Agency. New cases each year amount to about 200,000 as a result of industrial, home, and highway accidents, illness and congenital causes.

According to Dr. Henry H. Kessleve, consultant to the office, writing in the magazine *Handicapped,* the 18,000 military casualties which resulted in amputations during the four years of World War II, compare with 120,000 civilian amputations during the same period as a result of injury, disease, or congenital deformity. At present about 100,000 persons are receiving rehabilitation services under the federal law. ("The Doctor and Vocational Rehabilitation" and "July 6, Independence Day for Civilians," pamphlets published by the Office of Vocational Rehabilitation, Federal Security Agency, Washington.)

"Not Enough"

After two years of investigations, the House Subcommittee on Aid to the Physically Handicapped, summarizes its conclusions as follows:

"There are not enough schools for disabled children, visiting teachers for the homebound, or vocational and professional education for the adult disabled. There is a shortage of reading material for the blind, wheel chairs, beds for the tuberculous, and clean sheets for the indigent bedridden. There are not enough satisfactory artificial legs and arms or places to train amputees to use them. There are not enough occupational therapists; sheltered workshops or convalescent facilities for children with rheumatic fever. There are not enough physical examinations to discover diseases which respond only to early diagnosis and treatment; not enough knowledge about the prevention of disease and disability, or application of the knowledge we have."

Cerebral Palsy

"Surveys in several states indicate that each year about seven children with cerebral palsy are born per each hundred thousand of the population," writes Dr. Winthrop Morgan Phelps of the Maryland Children's Rehabilitation Institute in the June issue of *The Child.* "Practically all these children are greatly handicapped in body, but only 25 or 30 percent are feebleminded."

Five types of cerebral palsy can be identified, he says. In *athetosis,* the child's muscles move involuntarily, . . . *spasticity* involves extreme stiffness of the muscles whenever he tries to move them; . . . *ataxia* is accompanied by severe disturbance of balance, . . . *rigidity* is characterized by resistance in the muscles, . . . *tremor* by rhythmical involuntary motions of the muscles. "The fact that the proportion is so small makes it unwise to speak of all children with cerebral palsy as spastics, as so many people do."

In accordance with an earlier announcement, the Children's Bureau has set aside $250,000 for the 1948 fiscal year to finance state grant-in-aid programs for cerebral palsy cases. . . . California has appropriated $1,000,000, to treat these handicapped children. Other states developing programs in this field include New York, Maryland, Alabama, New Jersey, Delaware, Connecticut, Pennsylvania, Michigan, Indiana, Illinois, Minnesota, Nebraska, Wyoming, Utah, Arizona, and Washington.

Baruch Committee

Increased opportunities in rehabilitation for the 23,000,000 Americans disabled by accident, disease, maladjustment and war, are forecast in the annual report of the Baruch Committee on Physical Medicine. The report was prepared for Bernard M. Baruch who established the committee in 1944 with a grant of $1,250,000 with the major objective of furthering research and training in physical medicine and of translating wartime lessons in this field to the rehabilitation of handicapped civilians.

Under the sponsorship of the committee, twelve leading medical colleges of the country are carrying on programs of research and training in the therapeutic utilization of the science of physics through the use of heat, cold, light, water, electricity, massage, muscular education, therapeutic exercise and physical rehabilitation. At three of these institutions—Columbia University, New York University, and the Medical College of Virginia—grants totaling $900,000 have been provided for the development of centers of physical medicine and rehabilitation, designed to serve as models for medical schools and hospitals both in this country and abroad. The committee also makes available to these universities the services of professional consultants.

A significant announcement in the report is that the Advisory Board of Medical Specialties of the American Medical Association has approved the establishment of an American Board of Physical Medicine, which will qualify physicians as specialists in this field. will be known as physia-trists.

The committee has granted twenty-three fellowships in physical medicine, five of them to army and navy physicians, one fellowship in occupational therapy and one in physical therapy. It has distributed 10,000 copies of the

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report "A Community Rehabilitation Service and Center." (See "Rehabilitation plan," *Survey Midmonthly,* July 1946, page 190.)

The publication reports significant gains made by other agencies including the organization of a new division of rehabilitation and physical medicine in the Veterans Administration.

Available from the committee at 597 Madison Avenue, New York 22.

Employment

Average weekly earnings in manufacturing in this country reached an all-time high in May—$48.86, according to preliminary figures of the Bureau of Labor Statistics, released last month. This was an advance of $1.36 over April, and was above the wartime peak for the first time in the postwar period.

In heavy industry, average hourly earnings rose 3 percent "reflecting second round wage rate advances and a slight increase in the workweek."

However, in terms of "real wages" —that, is what the worker can buy with his earnings—the 15 percent increase between May 1946 and May 1947 is more than offset by an increase of more than 18 percent in consumers' prices in the same period.

Labor's Monthly Survey, published by the American Federation of Labor, warns that "recent downturns in manufacturing production and employment are a danger signal." The *Survey* charts, based on Federal Reserve Board indexes, show that while manufacturing production stood at 192 in May, as compared with 176 in June 1946, it had dropped six points from the March peak of 198. Employment stood at 152, as compared with 142 a year ago, but there was a drop from the March figure of 155.

Final Report

The summary of the five-year experience with the wartime Fair Employment Practice Committee was recently issued by the Government Printing Office, though the report itself is dated June 28, 1946.

The major conclusion of the report is that "no device will solve the problem short of the enactment by Congress of federal fair employment legislation." The document points to two "fundamentally hopeful facts" which emerged from Washington's drive to open wartime opportunities to all workers, regardless of race, religion, or national origin. First, where government intervened, most employers and workers abandoned discrimination; second, "once the barriers were down, the workers of varying races and religions worked together efficiently and learned to accept each other without rancor."

The report is divided into two major sections, one on "Wartime Experiences," the other, "After V-J Day." Part I includes a discussion of "governmental support of the nondiscrimination policy which points out:

(Continued on page 232)

REPLY TO MR. O'CONNOR

To the Editor: I should like to reply to Mr. Basil O'Connor's remarks on "Federated Fund Raising," as a casework practitioner and as a small contributor to both the American Red Cross and the National Foundation for Infantile Paralysis.

Despite his intimate association with welfare and health programs, Mr. O'Connor seems to have directed his remarks entirely to the problem of raising money—and not to the problem of meeting community welfare needs. Without a primary concern for social need, I cannot conceive of sound fund raising.

His barbs seem to be directed against responsible community planning. As a practitioner in one of the functional fields, I am concerned with what would happen, say, to a family service agency if the community chest is replaced by a fund raising free-for-all; particularly if fund raisers were crusaders for the first cause that comes their way.

In using the phrase, "communization of welfare activities," Mr. O'Connor is playing on the basest fears and passions that are now in the land. "Un-American" is an odd phrase to apply to federated fund raising. If I remember my American history, our Colonial forefathers early established a common store of food to provide for those of their settlers who needed a helping hand over the rough spots.

In discussing the dangers of exclusive reliance on the heads of major industries, unions, fraternal organizations, the corporate and organization givers, I take it that Mr. O'Connor is decrying undemocratic control of fund raising and the undemocratic control of agency planning. With that, I can have no quarrel. The American way of doing things demands that we let the contributor know what he is contributing to, in the same way that we list the names of candidates for whom he may vote, instead of merely placing an eagle or a star on the ballot. But would twenty campaigners on his doorstep instead of one help the small contributor make an intelligent choice? Would he or would he not just become fed up with the constant demand on his time and his purse, instead of learning more about his community's needs?

The moderately incomed worker cannot achieve a true sense of community participation by trying to slice his small melon for some twenty causes. He becomes frustrated at not being able to contribute to every cause that is meaningful to him. In time he comes to feel that his little bit does not count and is inclined to withdraw from community responsibility altogether.

In refuting the accusations that the American Red Cross has too much money, Mr. O'Connor states that "I assure you that . . . no organization can have too much money." I can only quote the children I have worked with who assure me that "there can be too much of a good thing." And that goes for philanthropic money as well as ice cream. For ice cream the "too much" is recorded by a stomach ache; for social agencies the same danger signal is sounded when they have to *search* for a cause.

If Mr. O'Connor is concerned with the quality of service available to the citizenry, he might do well to compare the standards of the federated agencies with those independently financed. In communities where I have worked, the federated agency has invariably held to higher standards. If Mr. O'Connor is not concerned with the quality of service rendered to meet community needs, then I for one question his right to speak for the philanthropic giver.

David L. Levine
Supervisor, Children's Work, Jewish Family and Children's Service of Minneapolis

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BOOK REVIEWS

National Agencies

THE COOPERATIVE PROCESS AMONG NATIONAL SOCIAL AGENCIES, by Ray Johns. Association Press. $3.

THIS IS A TIMELY PUBLICATION. THE cooperative process among national social agencies goes back many years. Yet now, as after World War I and the depression of 1929, new patterns of organization have taken shape. New movements are on foot. There is a new sense of urgency. The stated purpose of this study seems to be just what is needed: "To analyze . . . inter-agency experience, examine the factors which affect their readiness to enter into cooperative relationships . . . identify principles and methods . . . forecast possible future . . . developments."

The author's keynote is to be found in the premise that "social welfare services under both voluntary and public agency auspices, should be available to everyone on the basis of need without regard to economic, racial and religious status or location." A "cloistered excellence" on the part of one or more agencies is of no comfort if the sum total of effort of all agencies falls short of meeting as adequately and as equitably as possible the needs of people, whoever and wherever they may be.

Materials from the war experience of the USO, in which organization the author played an important role, properly loom large. By raising a national fund for allocation where needs were greatest, it demonstrated that necessary services could be provided, regardless of the adequacy of local financial resources. The success of the cooperative effort, Mr. Johns suggests, was due to the presence of five basic factors: A new urgent need insistently and universally recognized; agreement by the cooperating agencies on the nature of the services needed; a common source of funds; agency acceptance of basic operative policies and procedures; available and qualified personnel. It seems reasonable to assume, says the author, that to the extent these five elements are present in any similar national agency venture, successful operation is likely to be achieved.

Considerable space is devoted to a sort of public opinion poll of agency board and staff members on their experience and attitudes regarding interagency relationships. It was apparently hoped that this might help in furnishing criteria for the development of an objective scale for measuring the range and quality of the various relationships among national agencies. To this reviewer at least, it seems somewhat doubtful whether such an objective scale can be achieved by the sort of questionnaire here used or whether indeed it is in any real sense achievable.

"The will to cooperate can be developed," the author feels, and "the art of relationships between social institutions can be learned." An interesting point for exploration, not touched upon in the study, might be the extent to which training in the cooperative process now figures in curricula of schools of social work. Many graduates in good standing seem to have to learn it the hard way!

Frequent reference is made to experience in cooperative planning and fund raising at the local level and its applicability to the practices of national health and welfare agencies. Among several interesting and specific suggestions regarding future developments, mention is made of "a plan for nationwide financing, perhaps a national welfare fund" and a strong national interagency body of voluntary and government social welfare agencies. At this point, some further elucidation would be helpful. The principles of cooperative practice followed by local community chests, budget committees, and councils of social agencies, may have validity on the national scene, but they are there in a different setting, requiring different application. It is an over-simplification to assume that the instrument must be the same because the objectives are the same. The cooperative process applied to planning and finance on the national level will be advanced when the differences between the local and the national setting are more explicitly stated and understood than is now generally the case.

Toward the close of the study, as at the beginning, the author stresses the proposition that social welfare services must be made more effective, agency by agency, community by community, and better distributed in relation to need. Here the concern of the national and the local agency are joined. Indeed, in the broadest sense, their purposes are inseparable. Not the least valuable feature of the study is the way it drives home the fact that these ends can be achieved only by working together rather than by working separately. To elect to follow the cooperative process is not a matter of amiable intent. It is a purposeful decision, not easily sustained, never completed, but essential to the function with which health and welfare agencies are charged.

JOHN B. DAWSON
Community Chest of Philadelphia and Vicinity

THE WAY OF THE SOUTH, by Howard W. Odum. Macmillan. $3.

THIS IS A SERIOUS BOOK WITH A serious purpose. The purpose is advocacy of planning on a regional and national scale to solve critical problems of balance and democracy in America. This thesis is stated in Part III, "Toward Regional and National Maturity." The preceding parts, "Background and Heritage" and "Through the Succession of Years," are devoted to history, narrative, and a variety of data leading to the conclusion that "there is no other way to achieve the desired and attainable standards than through complete cooperative state, regional and national planning under the auspices of governmental and voluntary programs. . ."

Concern over the growing antipathy and lack of understanding towards the South which he detects in the North and East is Mr. Odum's apparent reason for adding another title to the list of his publications. He finds that an intensification of old North-South conflict was brought on by the war when the nation realized how far we were from achieving in our own country

(Continued on page 232)

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Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Fla.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

BRANCH EXECUTIVE, man or woman, for community house in Middle West. Should be a group work graduate. Would consider person with some group work training plus experience and willingness to finish course. 8571 Survey.

WANTED: Social worker or medical social worker with some experience in case work or in a hospital situation, to work in a tuberculosis sanatorium of 125 beds. Medical social work part of rehabilitation program. Working conditions and salary excellent. Contact Bureau of Tuberculosis Control, Michigan Department of Health, Lansing 4, Michigan.

CASEWORKER—needed in small private nonsectarian agency placing children in foster family homes for day care. Graduate training required. Must be able drive automobile. Salary based on training and experience. First Family Day Care Association, 311 South Juniper Street, Philadelphia 7, Pa.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

WORKERS WANTED

CASE WORKERS (2) professionally qualified, for agency giving children care in foster homes and in cottage type institution; also adoption service. Interesting opportunity for varied experience including direct work with emotionally disturbed children under psychiatric consultation. Write The Children's Center, 1400 Whitney Avenue, New Haven, Connecticut.

CASEWORKERS, professionally trained, for work with veterans' children in state institution, involving some state-wide travel. Salary and maintenance. Contact Social Service Department, Ohio Soldiers' & Sailors' Orphans' Home, Xenia, Ohio, for interview.

SENIOR AND JUNIOR CASE WORKERS WANTED IMMEDIATELY—MIAMI, FLA. The Children's Home Society of Florida, a state-wide, non-sectarian, child placing agency, is in immediate need of a junior Child Welfare Case Worker, also a trained, educated and experienced Senior Child Welfare Case Worker in connection with the Society's Southeastern Division, Miami, Florida. Salary range from $2200 to $3000 for right persons. Write or telegraph Children's Home Society of Florida, 403 Consolidated Building, Jacksonville, Florida.

SOCIAL CASE WORKER—Female. For Juvenile Court with highest case work standards. Qualifications: School of Social Work graduate plus successful experience in approved agency. Apply Juvenile Court, Toledo, Ohio, stating qualifications and experience fully, indicate beginning salary.

WANTED at an early date a thoroughly capable, trained and experienced man to become Director of Social Services and Associate Superintendent of a large, privately supported, statewide, non-sectarian, child-placing and child welfare agency in Florida. Good salary and permanent position assured. Must be capable public speaker, have experience in money raising, public relations, and case work services. Address communications to Children's Home Society of Florida, 403 Consolidated Bldg., Jacksonville 2, Florida.

PROFESSIONALLY trained caseworker needed for work in adoption bureau. Position open September, 1947. Master's degree and some experience in children's field desirable. For details write to Miss E. Marguerite Gane, Executive Secretary, Children's Aid & Society for the Prevention of Cruelty to Children, 330 Delaware Avenue, Buffalo 2, New York.

FAMILY CASEWORKER, graduate training; salary commensurate with experience; opportunity for student supervision. Jewish Community Service Society, Root Bldg., Buffalo 2, N. Y.

NEBRASKA—offers opportunity for qualified caseworker in field of child care and placement. State-wide, non-sectarian private agency with excellent reputation is expanding its program. Retirement annuity, excellent supervision, salary in line with training and experience. Give full information about self in first letter. Nebraska Children's Home Society, 3549 Fontenelle Boulevard, Omaha, Nebraska.

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

CASEWORKER for a Protestant children's agency in a Chicago suburb with foster home, institutional and adoption services. Progressive program, personnel policies, good supervision. Minimum requirements, three quarters of field work. Salary $2,200 to $2,700, depending on training and experience. 8603 Survey.

WANTED: Experienced psychiatrist-director for established Community Mental Hygiene Clinic. Referrals of both adults and children for diagnosis and treatment made by local agencies. Salary range: $8000-$10,000. Communicate: Miss Grace R. Smith, President; Guidance Center of Buffalo, 88 Goodell Street, Buffalo 3, N. Y.

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WANTED—(a) Two psychiatric social workers; large industrial hospital; $225-$300, meals. (b) Director of social service department, 400-bed, teaching hospital; well-staffed department; $3600-$3800; East. (c) Medical social worker; department administering program of vocational rehabilitation for employable blind persons and also generalized service to unemployable blind; principal activity: vocational rehabilitation; would be responsible for physical restoration aspect of program; $3600-$4300; Middle West. SG 8-1. The Medical Bureau (Burneice Larson, Director), The Palmolive Building, Chicago 11.

COUNTY CASE WORKER NEEDED. Family Agency expanding its county program. A worker, interested in county organization, needed. Car required. Write—John W. Anderson, 411 Walnut Street, Allentown, Pennsylvania. Salary commensurate with experience.

EXECUTIVE for Community organization. Must be graduate of accredited school of social work and have had experience in working with volunteers. Salary $3600. Write qualifications to Board of Religious Organizations, 807 Equitable Bldg., St. Louis 1, Mo.

GIRLS' WORKER—Midwest Settlement—College degree minimum requisite. Graduate work and experience desirable but not main qualifications. Applicant should have strong liking for people and ability to relate to them easily. 8615 Survey.

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COUNTRY OVER

(Continued from page 229)

"The significant fact is not the amount of discrimination which persisted in wartime, but rather the degree to which policy filtered down through all government levels. The war experience proved that government action against discrimination can be effective. The sum of what was done worked to the great advantage of manpower utilization and to the morale of minority groups."

Taft-Hartley Act

Philip Murray, president of the Congress of Industrial Organizations, flatly challenged the constitutionality of the Labor-Management Relations Act, 1947, when in *The CIO News* for July 14, he published a signed appeal to union members to vote for Judge Ed Garmatz in the special congressional election held in Baltimore last month. Participation by labor unions in federal elections is forbidden by the new measure. Mr. Murray stated:

"Under the procedures of our courts it is possible to strike down unconstitutional laws only by taking affirmative action in reliance on and in the exercise of the liberties guaranteed by the Constitution. . . . I firmly believe that the action which I now take is fully legal under the law of our land. It is my understanding that the issue . . . must now rest in the hands of the law enforcement agencies of the federal government."

Several CIO internationals, including the Office and Professional Workers, the Furniture Workers, and the Longshoremen and Warehousemen, have taken steps to "boycott" the National Labor Relations Board, as reconstituted under the Taft-Hartley act. On the other hand, locals of the United Rubber Workers-CIO were urged by the union head, L. S. Buckmaster, to comply with the law.

In Print

The Stanford University Press, Stanford University, Calif., publishes "The Guaranteed Annual Wage," an annotated bibliography prepared by Juliet V. Vradenburg. Price $1.50.

"The Miners' Case and the Public Interest" is a unique "documented chronology" covering the stormy period from May 21, 1946, to late May, 1947. It is published by the Department of Industrial Studies, Russell Sage Foundation, 130 East 22 Street, New York 10; price 50 cents. The materials were prepared by Edward A. Wieck, Research Associate; and Mary van Kleeck, director of the department, wrote the introduction.

BOOK REVIEWS

(Continued from page 230)

the democracy for which we were fighting abroad. And the vitality and aggressiveness of Negro leadership, tending to force issues and to line up with the North against the South, were also highlighted by war. While Mr. Odum understands why the North and the Negro prefer charges against the South —and, incidentally, could hardly state more cogently than he does—much, he finds, is being lost of the achievement of years in the improvement of race relationships, cultural and economic opportunity for all classes, and regional equality.

Believing that knowledge of the South's past and present make-up may produce a more cooperative attitude, and seeing in cooperation the only chance to solve the problems of the South which are also the problems of the nation, Mr. Odum has undertaken a synthesis of his writings, an interpretation of his experience and philosophy. The major part of "The Way of the South" is devoted to description of the region itself from pioneer days to the present time, its natural resources, the types of people who have lived there. Much detail is given upon manners, customs, and traditions to give reality to a composite portrait. A characteristic of the book, which may or may not commend itself to the reader, is that it combines two styles of writing. Certain parts are straight sociology, expositions to present facts or a point of view. But interspersed are impressionistic passages intended to invoke an emotional response, a mood.

There may be some who will think that Mr. Odum has devoted too much of his book to laying the foundations for his argument for regional planning and not enough to its development; too much to the past and not enough to the present. It should be remembered that he gives us the key to his scheme when he tells us that only by knowing of what the South is composed and from where it comes can we understand its ways and its destiny.

New York City SYDNOR H. WALKER

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Leonard W. Mayo, President, Cleveland, Ohio, Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director; A national agency serving as National Association of Jewish Communtity Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

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